



REPUBLIC OF BOTSWANA

(A)

GOVERNMENT PAPER NO. 2 OF 1973

National Policy for Rural Development

The Government's Decisions on the
REPORT ON RURAL DEVELOPMENT

by

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MAY, 1973

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BACKGROUND

1. "Firstly we wish to strive for *social justice*; secondly we are concerned to provide wherever possible *equality of opportunity*; thirdly, we intend to use *persuasion* rather than compulsion in order to achieve change in a democratic and constructive way. These three objectives are rooted in our four principles of democracy, development, self reliance and unity" H.H. The Vice-President, Introduction : National Development Plan 1970/75.

2. Following the publication of the National Development Plan 1970/75 the Government has been actively considering the policies which should be adopted for rural development in Botswana. Early in 1972 the Government published Government Paper No. 1 of 1972 – *Rural Development in Botswana*. In this paper Government set out the basic political principles which are to guide the formulation of programmes and projects, described on-going schemes and the administrative machinery considered necessary to implement the Government's Rural Development policies. The basic philosophy guiding our economic policies was clearly explained in the section dealing with "*Commitment and our National Principles*".

3. It is explained in this document that Botswana has a dual economic strategy –
- (a) the securing of rapid and large returns to the nation from intensive capital investment in mining and other viable modern industries mainly aimed at export markets;
 - (b) the re-investment of the proceeds of these investments in such a manner as to promote labour intensive activities and improve services in the rural areas.

Over the past year the Government has been following policies based on this strategy.

4. In the Government Paper No. 1 of 1972 it was promised that Government would keep rural development policy under constant review and in particular will seek the advice of consultants experienced in the problems of rural development elsewhere in Africa. To this end the Government, with the assistance of the Ford Foundation, obtained the services of two consultants who started their study in March, 1972. The consultancy consisted of Dr R. Chambers and Mr D. Feldman, both of whom have had wide experience in rural development work gained mainly in East Africa. Their terms of reference are reproduced in their Report.

5. The Consultants spent three months in Botswana. During this time they visited all the Districts and had discussions with many people engaged in rural development. The Report was submitted to the Government in July, 1972 and since then has been considered by all the relevant departments. The Consultants have emphasised their full support for the broad strategy and policies adopted by the Government in its Paper No. 1 of 1972. Their detailed recommendations are seen by Government as a welcome amplification and strengthening of its policies and programmes.

6. The Rural Development Council, which was established in 1972, has studied the Consultants' Report and the comments made by Government departments and has advised the Government accordingly. This advice has been taken into account by the Government when it considered the recommendations made by the Consultants and the Government's decisions on the Consultants' recommendations follow. These decisions must be read together with the Report, and seen as a totality. They represent a comprehensive and highly detailed action programme for the achievement of rapid rural development to which the Government is now fully committed.

THE GOVERNMENT'S DECISIONS ON THE RECOMMENDATIONS IN PART I OF THE REPORT

Strategy (11-14)

7. A strategy for rural development must be based on an analysis of the economy and the social and political structure of the country. Since Botswana became independent, the growth rate of the economy has been exceptional by any standard and should continue to be so during the new Plan period. The activities on which Botswana's economic development are based are, however, extremely limited. The only significant generation of income comes from the mining and cattle industries. At this stage of Botswana's development dependence on resource-based export industries as a primary source of income is unavoidable if sustained economic growth is to take place. The smallness of Botswana's domestic market, the low level of educational and technical skills of the labour force, the lack of infrastructure, the satellite position of Botswana's economy in relation to the technically and economically more sophisticated and organised market of South Africa do not give any other opportunity for rapid economic growth and greater economic independence. Mining and livestock development will alone, however, make little impact on the welfare of the majority of the rural population without strong intervention from Government. Such intervention from Government is necessary because the employment effect of mining and livestock industries will be very limited and since Botswana has inherited an economic structure which has few linkages. Hence the creation of a mining industry and the improvement of livestock do not automatically lead to any substantial income streams in other sectors of the economy. Incomes arising from sales of minerals and beef are mostly spent on imports. Most of the trading, construction and building enterprises are owned by expatriates who have their established economic links with neighbouring countries. Furthermore the poor communication system and lack of public transport discourage any multiplier effect within the domestic economy.

8. Mining, urban development and commercialisation of the livestock industry need not necessarily represent a threat to rural development, but they would necessitate a transformation of the traditional subsistence economy into a more commercialised economy if the society as a whole is to benefit. In order to improve the living conditions in the rural areas it will not be enough to use the revenues earned from the modern sector to improve the public services and infrastructure in the rural areas; income earning opportunities must also be created.

9. The objective of Government's intervention is to ensure that consumption demand created by the income from mining and livestock industries, by urbanisation and by the increase in Government activities should be satisfied as far as possible by goods and services produced in Botswana. First of all the demand for agricultural products should be met as far as possible from local production. This calls not only for a change in the production pattern but also for an improvement in the marketing and transport system as well as in communications. While the demand for agricultural products from the new urban centres would serve as a vehicle for commercialisation of agriculture, the experience gained and the infrastructure developed in producing and marketing locally will also assist in developing an export-oriented agricultural production which must be made an important source of income for the rural sector. Furthermore, Government's intervention would have to aim at ensuring that as much as possible of the inputs used in cattle and mining activities are produced within Botswana. Most important of all, revenue generated by mining will be used to promote new secondary industries. The development of facilities to support the establishment of such industries in most areas should at the same time promote the development of commerce, industries and handicrafts to meet not just domestic demand but export demand as well.

10. Properly planned urban development is seen as contributing to the achievement of our overall objectives of improving welfare in the rural areas; in particular new industries in the urban areas will create job opportunities for rural unemployed and increased demand for agricultural products.

11. The Government accepts the fact that in order to change the pattern of supply of consumer goods and inputs into the modern sector of the economy from importation to domestic production, resources will often be allocated to activities which will initially be much less than optimal from the point of view of generating future Government revenues. In the initial period Government will also have to carry some of the financial risks involved in the transformation of agriculture for commercial production.

12. The fact that the development of the mining industry has created a revenue surplus gives Government financial flexibility which will make it possible for Government, in the coming Plan period, to embark upon the increasing expenditure in the rural areas.

THE GOVERNMENT'S DECISIONS ON THE RECOMMENDATIONS IN PARTS II AND III OF THE REPORT

Livestock Development

Pasture Management Systems (23.4)

13. The Government is convinced that a research programme on pasture management can only provide results if it examines underlying factors which govern range productivity. A crude comparison of management systems does not yield useful data. During the course of 1973 the Government will seek external assistance for a Range Research Project. The short duration grazing experiment run by the Farmers' Brigade at Serowe is being monitored by the Ministry of Agriculture which will also establish another investigation at Dikgatlhong.

14. The Government will plan for an increase in the size of the national herd but at present the main development priorities are management, conservation, increasing the off-take percentage and improving its quality.

Agricultural Legislation (24.1)

15. To encourage better conservation of land the Agricultural Resources Conservation Act was passed by Parliament in late 1972. Preparations for its enforcement are underway.

Water Supplies (25.1) (63.4-5)

16. The Government proposes to:

- (a) expand the programme for providing water supplies to villages;
- (b) reactivate the programme for building small dams and haffirs particularly at the lands areas;
- (c) introduce short courses on simple borehole maintenance and repairs for farmers at the Rural Training Centres;
- (d) extend the training programme for the animal husbandry extension workers to include simple borehole maintenance and repairs;
- (e) investigate the possibility of borehole engine and equipment standardisation.

Extension (26.1-3)

17. Action is already underway to establish regional centres for veterinary supplies. To supplement this, the Government will investigate the possibility of amending the Stores

Regulations and Financial Instructions to make it possible for animal health and agricultural extension workers to keep and sell supplies.

Research (27.2)

18. The Government will seek more international assistance to undertake livestock research. Arguments for and against the establishment of an Institute for Livestock Research are under discussion.

Marketing (28.3)

19. Owing to limitation of staff it would be wasteful to station co-operative extension workers for six months in places where co-operatives do not exist. Instead, agricultural extension staff will pass information about places where there may be need for establishing co-operatives to the Department of Co-operatives.

20. Marketing co-operative societies will be encouraged to establish collecting posts outside the main villages. Co-operatives can obtain loans from the Co-operative Development Trust to enable them to make some advance payment to producers who sell through them (28.4)

21. The Botswana Meat Commission will also improve cattle marketing through the Livestock Industry Development Corporation which will purchase cattle from the producers at the finishing ranches. The Government will continue to explore with the BMC other ways in which the latter might purchase cattle direct from producers in the field.

22. The Government will investigate the possibility of production of forage crops linked to the finishing ranches which will be established under the Livestock Industry Development Project. (28.5)

Second Abattoir (29.1)

23. The Government agrees with the Consultants that the decision about the construction of a second export abattoir should be made on the basis of a careful appraisal of the economic costs and benefits to the whole of Botswana. Such an appraisal has been made by a team of Consultants financed by the United States' Agency for International Development and although the Government does not accept all their findings in detail, it is in agreement with their broad conclusions. It is agreed that a further abattoir will be necessary in the North-West. The main problem arises over timing. Provided that there is no radical alteration in circumstances, the Government proposes that the new abattoir should be built not later than the year 1980.

Agricultural Development

Agricultural Economy (30.1)

24. The Government intends to intensify investigations into opportunities for improved arable, horticultural and mixed farming.

Agricultural Research

25. It is intended as a matter of high priority to expand dry-land farming research and to seek technical assistance for this purpose from countries with expertise relating to semi-arid conditions. (31.2)

26. Where management problems can be overcome Government will disseminate information more actively on new cash crops. (31.3)

27. The Government recognises that there exist several private innovators in Botswana in the field of agriculture. It is intended to co-operate more closely with them, in particular through regular joint meetings to share ideas.

28. Maize varieties which have proved successful elsewhere in dryland conditions have not been successful in Botswana. Research on other maize varieties and growing techniques is underway. The Government intends to give higher priority to forage crop trials. (31.4-5)

Economic Assessment of Research (31.7)

29. The Government's agricultural research programme is already tailored strictly to the requirements of the development programme.

30. The Government has a farm recording system designed to determine the economics of farm units and hence to identify the impact of extension advice on individual farm operations. It is intended to introduce closer links between farm management studies and other research to improve the feedback from the farmers. (31.8)

31. The Government will also improve liaison between the Extension Division and the researchers, e.g. by holding conferences not less than once a year where papers would be delivered by both groups. Regular visits by extension workers to the various research stations will be arranged. (31.4)

Agricultural Extension (32.7)

32. The Government will direct its extension efforts towards commercial agricultural development with the following qualifications –

- (a) for the majority of farmers new measures will be undertaken to assist them in the production and marketing of sorghum and maize. These measures will include the introduction of schemes such as the Food for Fallow Scheme, improved credit facilities and possibly subsidised inputs;
- (b) for farmers who show sufficient management ability there will be a determined effort to disseminate information on cash crops, horticulture and poultry farming.

33. As recommended in the Report, the Pupil Farmer scheme will be re-modelled. Extension will combine group extension through Farmers' Associations and individual farm visits. Details of a more broadly based extension scheme to replace the Pupil Farmer Programme are being worked out. (32.13)

A Credit and Subsidy Programme (33)

34. The Government accepts the need for a subsidy and credit programme with the qualification that credit and subsidies will be for the purpose of increasing productivity and not in the form of social welfare handouts. A committee will be formed to work out details of a credit and subsidy programme. This committee will keep in mind that such a programme should be a balance between measures which are generally applicable to the farming community and those which are specifically applicable to certain classes of farmers or crops. The committee will also consider the need to strengthen the present institutional arrangements, e.g. marketing, and help to reduce the burden of risk-taking from the farmers. (33.1-14)

35. The Government sees no justification for a new credit agency to be created. Credit will be disbursed through the National Development Bank or to co-operatives from the Co-operative Development Trust under whatever modified terms and procedures as may be necessary to achieve the objectives of the scheme.

36. The Tinkabi Tractor will be amongst those implements which the Government will test as part of the Dry-Land Farming Research Scheme.

Agricultural Supplies to Urban Areas (34)

37. It is intended to set up a Horticultural Development Unit in the Ministry of Agriculture

to provide a horticultural advisory service. Efforts will be concentrated on small-scale production for local markets before expanding to bigger markets – possibly external markets as well. The Government will work out details and consider seeking technical assistance for the Unit. (34.6-8)

38. Local producers will be supported by favouring them in the tenders for supplies to local institutions, e.g. schools, hospitals, etc. (34.10)

39. The Kasane irrigation scheme has been investigated by Consultants engaged by the Government with the assistance of the British Government. The Report of the investigation is now under consideration. (34.12)

40. The Government is aware that there are companies interested in extracting oil from oil seeds in Botswana, but that they first want an assurance that there is a market for cattle feeds in Botswana. These companies are in touch with the Botswana Development Corporation which will assist them in making the necessary studies. (34.13)

41. The Government already employs a Dairy Officer and staff. It is intended to appoint a Poultry Officer whose function will be to encourage the development of the poultry industry. (34.14)

Agricultural Marketing (35.2)

42. The Government will establish a Marketing Board and will recruit a Manager-Designate for it in 1973. The Marketing Board will have control over agricultural imports and exports and will set floor and possibly ceiling prices for buying and selling the products it handles. Its activities will be co-ordinated with those of the existing marketing network. (35.5)

43. The Government is actively investigating the possibility of establishing maize mills, particularly small-scale ones in villages. Once in operation, the Marketing Board will be required to work out details of intervention into maize milling, possibly through their pricing policy, to encourage the consumption of the most nutritious meal. Negotiations are proceeding for the establishment of a further maize mill and the Government is actively investigating the possibility of establishing mills for milling sorghum.

Land Development Policy in the Eastern Tribal Lands and Fencing (41.11)

44. The Government is convinced that, in order to improve management of the livestock industry and the range, fencing is necessary, but in tribal areas, in the case of individuals, this should only be undertaken as indicated below.

Re-distribution Mechanism (41.12)

45. An assessment will be made of the scale and nature of dependent relationships. The assessment will identify and specify measures to provide livelihood, opportunities and support for those who are at present dependents.

46. The Government accepts the introduction of fencing by individuals or groups provided nobody else has a valid claim over the areas they want to fence off and can support their claim with evidence that they have used the land in recent years, or have the capacity to use the land in the future. Land which has been fenced will cease to be held on the basis of traditional tenure, and will become the subject of a lease.

47. It is intended to work out, where possible, equitable fiscal measures which may prolong the traditional re-distributive mechanism. The Government will investigate –

(1) the likely effects on the mafisa and taxation if (41.14) –

(a) tax is imposed on ownership of cattle;

(b) tax is imposed on cattle holdings;

- (2) explore the possibility of tax rebate based on number of people employed.
48. People who have exclusive use of grazing areas will pay rent. (41.20)

Immediate Measures (41.23)

49. Government will set up a working party on Land Policy. Its terms of reference will be –

- (a) To plan and implement immediate measures for land tenure reform.
- (b) To prepare or commission policy papers for longer term land policy.

The following immediate measures will be undertaken –

- (i) Until further notice there will be no more sales of existing boreholes either by Councils or by Government.
- (ii) Borehole drilling permissions are to be strictly controlled and subject to legislation.
- (iii) No retrospective borehole permissions will be granted to people who have drilled without Land Boards' permission. This is a long-term policy.
- (iv) No permission to drill boreholes will be granted except in villages or to replace broken ones without the Land Board visiting the site.
- (v) Fencing of cattle-post or of large lands areas which include undeveloped land will not be permitted until adjudication has been carried out. This does not refer to lands areas already allocated.
- (vi) Consideration is being given to the possibility of mounting a massive drilling programme to clear the backlog of allocated sites on which drilling has not been carried out.

The Government is working out details for the implementation of the above immediate measures.

Land Resources and Use Survey (41.24)

50. The Government has already begun a land resource and use survey of Eastern Botswana as outlined below. The purpose will be to find out, collate and present in an easily manageable form the resource data and information about current land use necessary for early land use planning.

51. Agricultural extension workers are being made available to assist the national survey team which is being led by the Chief Land Utilisation Officer. Surveys of certain areas are near completion but others will not be ready until the end of the year. Until the land resource and use survey is completed the Ministry of Agriculture will be required to report progress monthly to the Chairman of the Rural Development Council.

52. Whilst the survey is underway a careful analysis of population and employment data will be carried out by the Ministry of Finance and Development Planning and regional projections will be attempted which may indicate the population which in the future will have to be supported in agriculture and other rural industries. (41.27)

Migration between Regions (41.28)

53. The present system is that if a tribesman with customary land rights in one tribal area applies for land in another tribal area, the Land Board is required to make recommendations to the Minister of Local Government and Lands who has the final decision. If the Land Board turns the application down, the applicant can appeal to the Minister. The Government will investigate legal restrictions on internal migration and consider easing them.

Land Use Planning (41.29)

54. Once the land resource and use survey is completed, planning will be undertaken by the District Development Committees (DDCs). Government will ensure that professional advice is made available to assist the DDCs in this task.

55. In the planning exercise, some of the ideas adopted in the proposed Shoshong pilot scheme will be tried. In particular, the provision of social services in small lands areas to encourage people to stay there permanently and tend the fields will be investigated. (41.32)

56. In land use planning in the tribal areas the following categories will be considered – (41.33)

- (a) *Reserved Areas*. The results of the survey will show which areas are unoccupied and can be reserved for persons currently with few cattle or without any at all who may in future acquire herds.
- (b) *Commercial Farming Areas (41.37-41)*. These areas will be for either ranching alone or for mixed farming. Once the land has been demarcated, fencing by individuals or groups will be encouraged. Traditionally every independent adult tribesman has had a right to free land to enable him to farm. This right will be maintained. Within each district any person with a customary right to land will be entitled to a basic rent-free allocation of land within the commercial areas, the size of which will depend amongst other things on the population density and the carrying capacity of the land. Should an individual or group require land over and above the rent free maximum in the commercial areas, it will be granted subject to availability, on the basis of a lease and rent will be chargeable. Sub-letting will not be allowed. The lessees will be allowed to keep some cattle in the communal grazing areas under conditions to be worked out later. Conservation, in accordance with the Agricultural Resources Act, will be enforced within both the basic minimum allocation and the leased land.
- (c) *Communal Areas*. In most cases these will be areas near villages. As at present no rents will be paid. There may be need for the community to limit any one family's holding of cattle to avoid overstocking. Tenure will rest with the community, as at present, and in co-operatives or groups. Fencing will be allowed for such groups. Subsidies will be considered. (41.44)

Formal Allocation, Demarcation and Registration (41.36)

57. The following have been accepted as guidelines for the process of formal land allocation, demarcation and registration which will follow land use planning –

- (a) the operation should be kept simple. At this stage, there would seem to be little justification for a cadastral survey. Lines drawn on aerial photographs might provide adequate indication of boundaries of the larger land units;
- (b) an extensive educational campaign should accompany the operation, which should be a public process. Special measures may be necessary to ensure that representations are received from all interested parties;
- (c) in assessing commercial allocations, the size of units should not be pre-determined by the convention of five miles between boreholes. Whether the 20-25 square miles implied by this convention is appropriate will depend among other considerations on the relative land and water scarcity, the alternative demands on the land, stocking rates under different systems of management, requirements of good pasture use, land potential, the wishes of the borehole owner and the desirability of reserving land for other uses.

- (d) no fencing of livestock or mixed farming areas should be permitted before formal allocation and demarcation. After this, fencing should not merely be allowed; it should be encouraged in all areas, through a policy of loans for commercial ranching and through subsidies in mixed farming and communal areas.
- (e) when making land allocations Land Boards will be required to bear in mind future land needs of their communities;
- (f) the operation should not normally be carried out in isolation. Whole zones should be dealt with simultaneously to ensure that all interests are represented and that a few individuals or small groups do not obtain unjust advantages;
- (g) the process, being quasi-judicial, should be carried out by an authority independent of the local situation, but should include representation of the Land Board. The Ministry of Local Government and Lands should have legal and effective control of the process through new legislation.

Future of Land Boards (41.45)

58. Consideration is being given to the need to revise the Tribal Land Act.

59. Land Boards will be strengthened by attaching specially-trained agricultural staff to them who will accompany them in the field. Land Boards will become departments within District Councils. They will be headed by secretaries similar to Education Secretaries who will be responsible to the Council Secretary. It is intended to make volunteer surveyors available to the Land Boards and training will be mounted for the agricultural staff who are to be attached to the Land Boards. Short courses in land use planning and related matters will be organised for members of Land Boards. (41.46-48)

Land Development Policies in the Western State Lands (42.4)

60. An Inter-Ministerial Committee has been formed which deals with land allocations in the Western State Lands. Consideration is now being given to the establishment of State Land Boards.

61. It is confirmed that it has never been Government's intention to use the insecure legal position of the inhabitants of the Western State Lands as a management tool in the Village Area Development Project (VADP). (42.12)

62. Government has agreed –

- (a) that the rate at which the VADP is pursued must be assessed in the light of national priorities in the allocation of scarce central administrative resources and should not be allowed to divert attention from the pressing problems of Eastern Botswana; (42.14)
- (b) that once the Co-ordinator for the VADP is appointed, he must be given wide discretion and be free from pressures for early achievement;
- (c) that forms of organisation in the village areas of the VADP must emerge from patient dialogue with villagers and should not be imposed from outside. Their aims should be to raise incomes and improve the standard of living of the mass of the population, the communal control of resources such as land, grazing, water and to halt degradation of the environment;
- (d) that stock control must not be made a condition of development except in relation to new water supplies.

Development Policies in the North West (43.2)

63. The Government recognises that the North West District presents a unique problem of

choosing between alternative resource uses. The problem is more complex than elsewhere in Botswana. It must be confronted. It is therefore intended that the District Officer (Development) stationed in Maun will be a more experienced officer than his counterparts in the other Districts.

64. Regarding social services it is intended that remoter districts, i.e. those that are far from the line of rail, must get above-average assistance. (43.3)

Commerce and Industry for Rural Development (52.1)

65. The Government will re-assess all the controls that may act as a constraint on the emergence of local enterprise.

In particular the Government will –

- (a) review the Health Regulations with a view to making them less stringent whilst not risking public health. The health requirements are to differ according to business types;
- (b) review rents for business sites and the licensing system to encourage Batswana businessmen;
- (c) ensure that site rents in more remote places are lower than those in urban and urbanised rural areas;
- (d) make it clear to everyone concerned that whilst co-operative stores are required to register under the Co-operative Act, they are not, and must not be, liable to any licence fee or site rental.

66. In line with its policy of encouraging the development of commercial enterprises in the rural areas the Government will –

- (a) engage a consultant in the near future to review the wholesaling arrangements with a view to assisting small traders in bulk purchasing. The possibility of forming buying associations will also be explored; (52.4)
- (b) through the Batswana Enterprises Development Unit include provision for extension services to small traders;
- (c) revise the Trading Act to bring it in line with the requirements of our commercial development;
- (d) finalise the investigation into the possibility of grain milling and the utilisation of the by-products of cattle which is being undertaken by the Ministry of Agriculture. (52.6-7)

Communications (62.1)

67. In the field of rural communications –

- (a) the Government has set up a Rural Roads Unit in the Ministry of Works and Communications which will be in charge of planning, designing and executing the rural roads programme. A pilot rural roads project is to be undertaken to decide on the most appropriate standards and to determine what level of labour intensive construction and maintenance will be possible. The project has been planned in close consultation with the District Development Committees;
- (b) it is intended to hold bi-annual meetings with the DDCs in order to strengthen liaison with them by discussing their problems and isolating fields in which the Ministry can assist;
- (c) most of the main feeder roads are to be developed over the next five years to improve contact between urban and rural areas.

Transportation – Subsidies (62.2)

68. The Government has planned to introduce subsidised transport on certain rural routes. The first routes in the scheme include the following –

Kasane – Satau
Kasane – Pandamatenga
Pandamatenga – Francistown
Tshabong – Werda – Lobatse
Hukuntsi – Kanye
Kang – Werda
Ghanzi – Mamono
Mamono – Ncojane
Ghanzi – Kang

Subsidised transport is already in operation on the Bokspits-Tshabong route and tenders have been called for all the others.

Transportation – Legislation

69. Since the Consultants completed their Report the Road Traffic Act, which aims to control safety on our roads, has been passed by Parliament. Enforcement of the Act is planned for 1st January, 1974. The Government also intends to pass legislation on Road Transport Licensing. This legislation will ensure that the present disruptive competition on certain routes which often results in bankruptcies is reduced. The legislation is also intended to create a framework for an efficient and stable local transport industry ranging from large concerns servicing the major routes down to individuals and co-operatives. The Government deems licensing necessary if the public is to be offered safe, regular and reliable transport. Details of the legislation are still being worked out.

Water (25.1 and 63.4-6)

70. The proposed Credit/Subsidy Committee referred to in recommendation No. 34 above will also explore how best such a programme could be extended to cover the provision of water supplies in the rural areas. When suitably qualified technical personnel have been recruited and the Dam Building Unit is fully operational again, it will devote its resources and efforts to the construction of small dams and haffirs. Should the Unit be unable to cope with the entire demand, it is proposed to supplement its efforts by using commercial contractors.

Relationship between Central Government and Local Authorities (72.6)

71. The Government recognises that the Councils' development programmes have expanded rapidly during the last five years but their capacity to implement them has tended to lag behind. It is intended that Central Government Agencies should assist the Councils more with their programmes and explore other alternatives bearing in mind that rural development has high priority. The Government also intends to review and relate to our present conditions all controls and other sophisticated requirements in order to promote rural development.

Health (64.1)

72. The Government will start a project in 1973 with the assistance of an external donor which aims to construct health posts and clinics in the rural areas. It is also intended to take the following action –

- (a) expatriate doctors arriving in Botswana for the first time will be given an induction course; (64.2)

- (b) regional Medical Officers who will be full-time on district work are to be appointed; (64.2)
- (c) in terms of the Localisation and Training Report doctors, as with other professional and technical staff who have given satisfactory service, will be encouraged to renew their contracts and may be granted multiple contracts until qualified citizen officers are available; (64.2)
- (d) the Government will promote the training of male nurses to increase the number of people likely to want to stay and serve in remote rural areas.

Education (65.1)

73. The Government intends to review Primary Education in order to relate it to our rural development policies. The Curriculum Advisory Committee which advises the Minister of Education on the form and content of the school curricula and examinations will be strengthened to include members from other Ministries and the private sector. Linked with this will be teams of educationalists which will be posted to the Teacher Training Colleges to improve both pre-service and in-service training.

74. The Government is greatly concerned about the poor educational performance in Chobe, Ngamiland, Ghanzi, Kgalagadi districts and other remote areas. The main problem is believed to be failure to recruit and retain qualified teachers in such areas. It is intended to make a detailed investigation on the types of special allowances that can be introduced to alleviate the situation.

75. In the past preference used to be given to students from less endowed places for selection into Teacher Training Colleges, even if their grades were somewhat lower than those of students educated in better endowed areas. This system, expanded to include selection into Secondary Schools and other Training Institutions, will be re-introduced and will operate until conditions improve.

Brigades (78.3)

76. The Brigades movement, which continues to expand and diversify its training, is at present under review with a view to providing a firm base for future expansion and co-operation with other vocational training institutions. The Government has requested a Mission from the Swedish International Development Authority (SIDA) to examine the brigades and their impact upon training, rural employment and production. Furthermore, it is proposed to re-organise the National Brigades Co-ordinating Committee so that it can become a more effective co-ordinating and controlling body. Linked to these proposals will be concurrent efforts to reform the organisational structure of individual brigades so that local boards of governors can be created where none exist at present.

Political Parties and Mobilisation (70.5)

77. The Government Ministries will keep Members of Parliament informed about rural development policies, e.g. by supplying them with information material from Central Government, District Councils, and District Development Committees. In addition the Government will organise periodical seminars and short courses for Members of Parliament and Councillors.

Village Level and below (71.5)

78. Village Development Committees (VDCs) are to continue to be assisted, strengthened and introduced where they do not yet exist, especially in small villages. It is also intended that at the lands areas where VDCs are not appropriate, new organisations will be created to cater for other interests, e.g. Farmers' Associations.

79. Community Development Assistants will be alerted to identify where a community has emerged either in a small village or in the lands area which is sufficiently permanent to justify the formation of a VDC or any other appropriate organisation. (71.6)

80. Villagers will continue to be encouraged to contribute funds or labour as self-help towards their projects. It has been noted that the relatively more prosperous people and traders often voluntarily contribute more towards projects than other villagers. This practice is welcome and will be encouraged.

81. The Government recognises that the greatest problem that must be tackled by persuasion and education is those villagers who refuse to participate at all in self-help projects.

82. The Government is also concerned that the right climate of opinion for self-help effort does not seem to exist in the urban areas. It is intended to take steps to motivate all citizens in the perspective of the national efforts for rural development and self-reliance.

83. It is recognised with concern that the public tends to view education as a means of escaping from the rural areas. The Government intends to take effective measures to dissuade people from believing that hope for a better living only exists in towns. Among the measures which will be taken to improve living conditions in the rural areas are: the establishment of small-scale enterprises, agricultural development, improvement of social services and a programme of functional literacy.

District Level Organisation (72.1)

84. The Government will take action to ensure that –

- (a) District Commissioners play an important part in the co-ordination of development particularly through land use planning and adjudication exercises, overcoming bottlenecks at district level, making district Development Committees effective and seeing that the Government programmes are implemented effectively; (72.3)
- (b) District Commissioners are to be provided with more and better executive and clerical staff; (72.2)
- (c) judicial functions are to be taken over progressively by the Judiciary; (72.2)
- (d) District Commissioners meetings are to be held regularly at least twice a year, and more field visits are to be made by Central Government officials, particularly those from the Ministry of Local Government and Lands. (72.4)

District Councils (72.6)

85. In order to have the Government Administration physically in one place at the District Centres, the size of Councils' Offices will be surveyed to see what capacity they have to house additional staff and priority will be given to increasing Council office accommodation rather than allowing Central Government Departments to increase their independent offices at district level. District Councils which have plans to establish new Chambers will be requested to take into consideration the needs of other Government departments. (72.7)

86. The Government will review the percentage of expenditure on recurrent budgets devoted to the different services by Councils to see if there is need to give guidelines. (72.9)

District Development Committees (72.12)

87. The Government continues to place great importance on the role of the DDCs. Government will not hesitate to take any measures which help to build the DDCs into more effective and influential bodies. To this end it is intended to do the following –

- (a) although the DDCs are still to be allowed to co-opt members, membership will not exceed 20 at any one meeting;
- (b) DDCs are to be free to invite Members of Parliament to their meetings;
- (c) DDCs will be given guidance in writing their minutes so that they are more disciplined and indicate clearly any action that is to be taken;
- (d) attendance at DDCs meetings by people from Headquarters is to be more regular – particularly meetings of DDCs in remote districts.

District Officers (Development) (72.13)

88. The work of a DO(D) is to be expanded so that apart from his main responsibility of District Planning his duties should include the following –

- (a) transport co-ordination;
- (b) liaison with Voluntary Organisations;
- (c) setting up and maintaining a small district reference library;
- (d) collaboration with the Council Development Officer.

89. It is intended to mount a national drive on village projects to coincide with the increase in the number of field officers in the Community Development Department and their secondment to Councils. The Government agrees that procedures for joint planning and programming as outlined in the Report with villages must be introduced. Details are to be worked out. (72.14-16)

Size and Organisation of the Central District (72.20)

90. The Government intends to investigate the possibility of creating smaller administrative districts from the Central District.

Central Government and the Periphery (73.5)

91. The Government is aware that negotiating aid with some donors can be a lengthy process. Owing to the shortage of senior administrative personnel, the Government will, where possible, prefer those donors which make fewer demands on our negotiating and administrative capacity.

92. All the departments with rural development responsibilities are to be asked to submit to the Rural Development Council a statement of staff dispositions in urban and rural areas, together with an assessment of the extent to which field staff are hampered by lack of executive support staff and by proposals for the future extension of staff and services into rural areas. (73.7)

Community Development (74)

93. The present responsibilities of the Department of Community Development include the following –

- (a) encouraging the formation of and working with the Village Development Committees on their projects;
- (b) Brigades;
- (c) Social Welfare;
- (d) Home Economics;
- (e) Audio-visual aids;
- (f) Youth activities;
- (g) Women's organisations.

94. The Community Development staff with responsibility for Village Development Committees' projects will be seconded to the District Councils. They will remain public servants but will work under the Council Secretaries. The terms of service and allowances will be administered by the Department, which will also be responsible for their training and supervision of the professional aspects of community development. Their day-to-day operations will, however, be determined by the Council Secretaries. (74.5-6)

95. The duties and functions of the Community Development Assistants (CDAs) are being re-defined and will include the following -

- (i) to help all communities in their areas of responsibility in the establishment and operation of Village Development Committees;
- (ii) to become familiar with the people and problems of their areas, including the smaller and more scattered communities;
- (iii) to encourage and assist Village Development Committees in the identification of projects, the preparation of project proposals, communication with the District Council, the co-ordination of supplies from the council and the timely and effective implementation of the projects;
- (iv) to assist in the formation and operation of voluntary groups for extension purposes and in the supply of materials to such groups;
- (v) to encourage voluntary organisations;
- (vi) to undertake such other activities within the scope of Community Development, broadly defined, for which their training or aptitude qualifies them, providing that those activities do not conflict with their other responsibilities.

96. The Government aims at a target for the staffing of Community Development in the villages of one CDA to four villages. (74.9)

97. Action is being taken by the Government to divest the Department of Community Development of responsibility for the Brigades it formed. The brigades will be re-organised as outlined in paragraph 76 above.

98. The Government has agreed to undertake a thorough review (if necessary assisted by a Consultant) of the programmes within each of the present sections of Community Development and set out priorities. Technical assistance will be requested to strengthen these various sections and consideration will be given to the possibility of offering increased financial support to properly established voluntary organisations currently involved in social welfare and community development work.

Co-ordination of Extension Service (77)

99. At the District level the District Development Committee is to be the focus for co-ordination and co-operation between extension agencies. The District Commissioner and the DO(D) will take initiative to promote and assist this co-ordination and co-operation.

100. At the village level and below extension work will be concerned with formation of groups and helping them to function as well as with individual contacts. Community Development Assistants' duties will include distribution of materials for national programmes to groups and introducing technical staff who are visiting their areas. They will also be in touch with local organisations such as the Botswana Council of Women, the Young Women's Christian Association (YWCA), Red Cross Family Welfare Groups, the Boy Scouts, Girl Guides, Parent/Teachers Associations, Co-operatives, Radio Learning Groups and 4-B Groups as well as Village Development Committees. (77.7)

101. The Government will undertake to do the following –

- (a) encourage co-operation between extension staff of different departments in working with the same groups at the village level and below;
- (b) explore ways in which the local community can itself provide incentives for better extension staff performance;
- (c) consider introducing a radio programme dramatising life in a typical village to act as a vehicle for new ideas for the solution of the type of problems that have to be overcome;
- (d) ensure that the Extension Co-ordinating Committee, besides its other functions, plays a part in co-ordinating and establishing direct links between Gaborone and the rural areas, particularly in connection with the National programme for village projects.

Management by Objectives (79.4)

102. The Government will investigate the possibility of sending senior civil servants to participate in the East African Staff College Seminars of Management by Objectives. It is expected that a team from the East African Staff College will visit Botswana during 1973 to hold seminars on the subject of MBOs.

Research and Innovation (710.3)

103. Within its social science research priorities, the Government intends to include the list of topics suggested by the Consultants which appears below –

- (i) the effects of the split household (village, lands, cattle posts, and absentees in wage employment) on the individual, the family and the family economy;
- (ii) the development, operation and effects of organisations for the control of communal grazing;
- (iii) patron-client relationships and commercial ranching;
- (iv) the economics of mixed farming in lands areas.

Technical Research and Innovation (710.6)

104. The Government intends to encourage non-Government institutions and individuals to engage in research and extension work and to develop new agricultural opportunities in order to complement the Government's own efforts in these fields.

105. It is intended to establish a Rural Innovation Trust Fund. It will be administered by a small Rural Innovations Committee appointed by the Rural Development Council. Members will be chosen who are imaginative and adventurous and who are forward-looking risk takers by temperament. Further details are still to be worked out. (710.7)

106. The Government intends to provide financial assistance to the Botswana Society annually, in particular to enable the Society to hold meetings on rural innovations.

107. It is intended to compile and publish an Annual Rural Innovations Review. Details are to be worked out.

Other Organisations (71.22)

108. A range of different forms of organisations and approaches at the village level and below will be carefully explored in order to gain experience.

109. Village Development Committees will not as a general policy be given powers by legislation to include the regulation of farming practices and the control of grazing on communal land. (71.23)

110. Regarding organisations dealing with Land Use and Management, the following approaches will be adopted –

- (a) where land is relatively abundant a beginning will be made with a modern land tenure system involving only part of the communal land in a particular area and members of the community will be allowed to decide freely whether they wish to participate or not; (71.24)
- (b) where there is a shortage of communal grazing and heavy pressure upon it, an approach involving the whole of the grazing land in that area will have to be adopted, but care will be taken to avoid one section of the population taking over all or part of the area for its exclusive use in the name of the community as a whole.

111. It is intended to simultaneously pursue a variety of approaches to land use which will take different forms and involve a high degree of democratic local participation. (74.28)

112. It will be one of the duties of the Government Rural Sociologist to monitor the different experiments in land use and management. (71.29)